



# Cleveland Waterfront Development Authority

Why a new entity for equitable  
development of the downtown  
lakefront is necessary to  
achieve the vision.



# Why Consider a New Development Entity for the Lakefront?

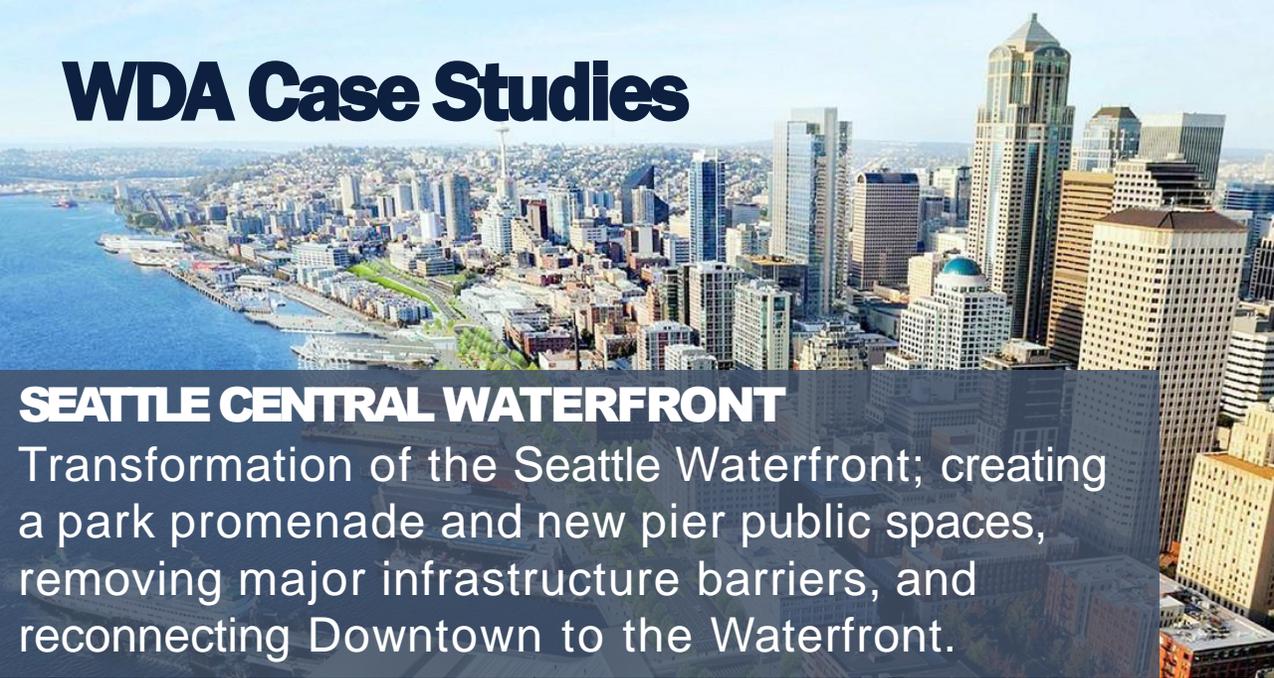
Development authorities and corporations purpose built to plan, implement, and manage large-scale projects can have benefits including:

- Bring **singular and dedicated focus** to project delivery
- Access public and private **funding/financing**
- Establish **continuity** across market and political cycles
- Create **internal capacity and partnerships** to address all project implementation needs
- Adopt a **clear mission** and dedicate resources and expertise to **robust and inclusive engagement** to build consensus and support

# Cleveland Waterfront Development Authority (WDA) Study

- In spring 2022, in collaboration with the City, the Greater Cleveland Partnership contracted HR&A to study the potential of creating a new waterfront development authority in Cleveland. The work included conversations with City Administration and Council, County Administration as well as non-profit and private stakeholders including the Cleveland Metroparks, the Port of Cleveland, NOACA, DCA, Rock Hall, Science Center, and Haslam Sports Group in order to **build an understanding of the context and needs of development.**
- HR&A gathered models and **best practices from development authorities across the country** that addressed similar challenges and opportunities and offered specific and actionable lessons for the governance and delivery model for the Cleveland Lakefront.
- Based on engagement and case studies, HR&A made **recommendations for a waterfront development authority delivery model** and narrowed the focus for future planning to certain tools, structures and ingredients for success for the City of Cleveland to carry forward.

# WDA Case Studies



## SEATTLE CENTRAL WATERFRONT

Transformation of the Seattle Waterfront; creating a park promenade and new pier public spaces, removing major infrastructure barriers, and reconnecting Downtown to the Waterfront.



## LOUISVILLE WATERFRONT PARK

Once an industrial wasteland, now a gateway to the city, reconnecting downtown to the Ohio River with a welcoming and inclusive public space.



## HUDSON RIVER PARK

A 4-mile park on the Hudson River, providing diverse open spaces and opportunities for development.



## THE BANKS

Mixed-use redevelopment of the Ohio River waterfront anchored by two professional sports stadiums.

# HR&A Recommended 'Ingredients for WDA Success':

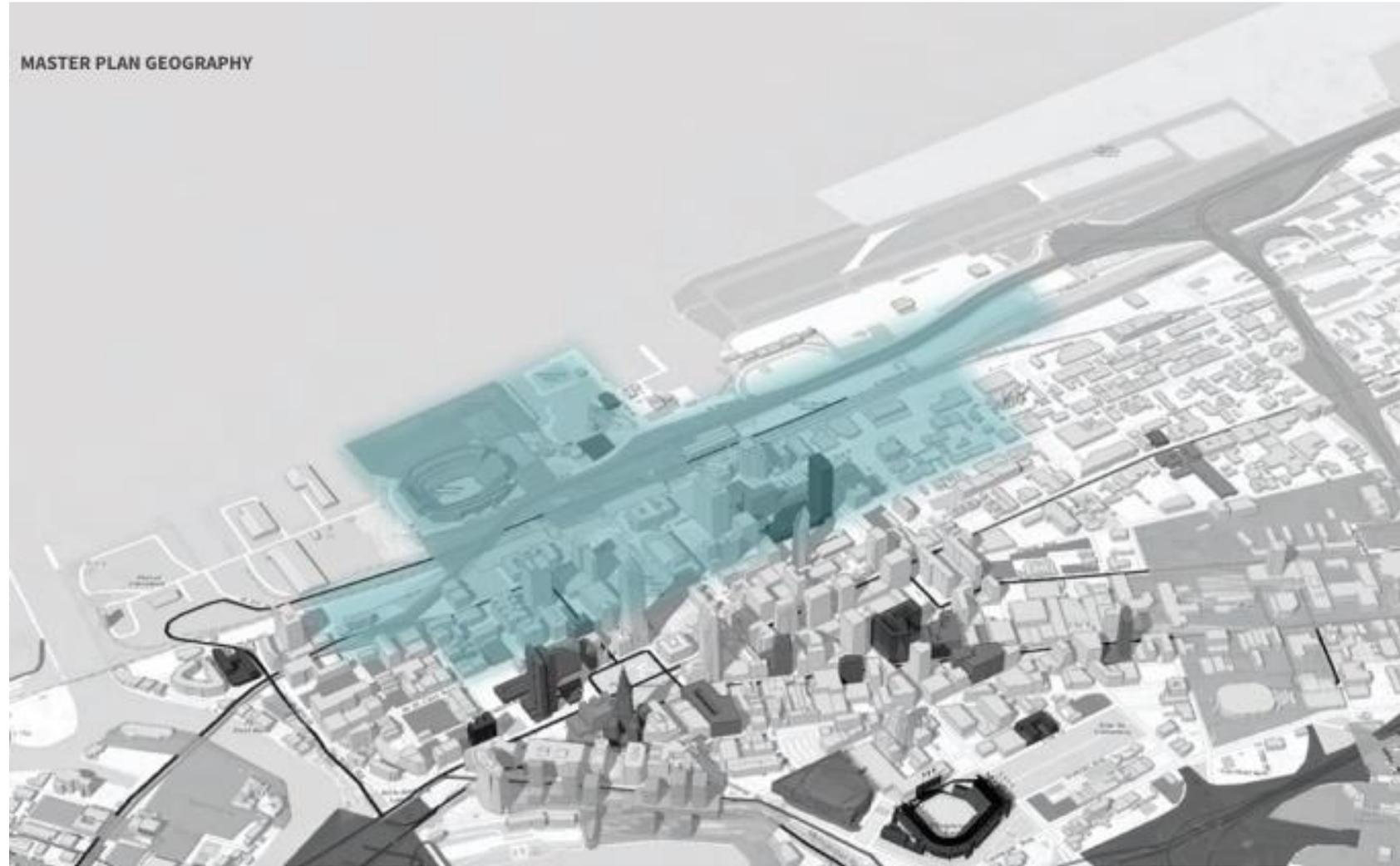
- Independence, Continuity & Mission
- Shared Vision & Coalition Building
- Baseline Funding
- Effective Governance
- Dedicated Staff & Leadership
- Delegated Powers
- Infrastructure Transformation

# Vision

The 'North Coast Development Corporation' is a not-for-profit corporation that will assist the City of Cleveland with the equitable development of the North Coast Lakefront as a destination for residents, business, and recreation.

# NCDC Area of Focus

- The geography shall be city-owned property including North Coast Harbor and its surrounds.
- NCDC may take on activities beyond its jurisdiction to further its equitable development purposes.



# Role of NCDC

- Coordinate Master Plan development and implementation
- Facilitate financing for public improvements and other development projects
- Negotiate potential development leases or P3 agreements
- Contract for construction and/or maintenance of certain infrastructure improvements or enhancements
- Perform real property diligence as necessary, such as hiring environmental consultants and coordinating geotechnical review

# Community Benefits

- Execute and enforce CBA with one or more developers
- Manage CBA obligations in partnership with appropriate agencies
- Disburse CBA resources within and without the jurisdiction

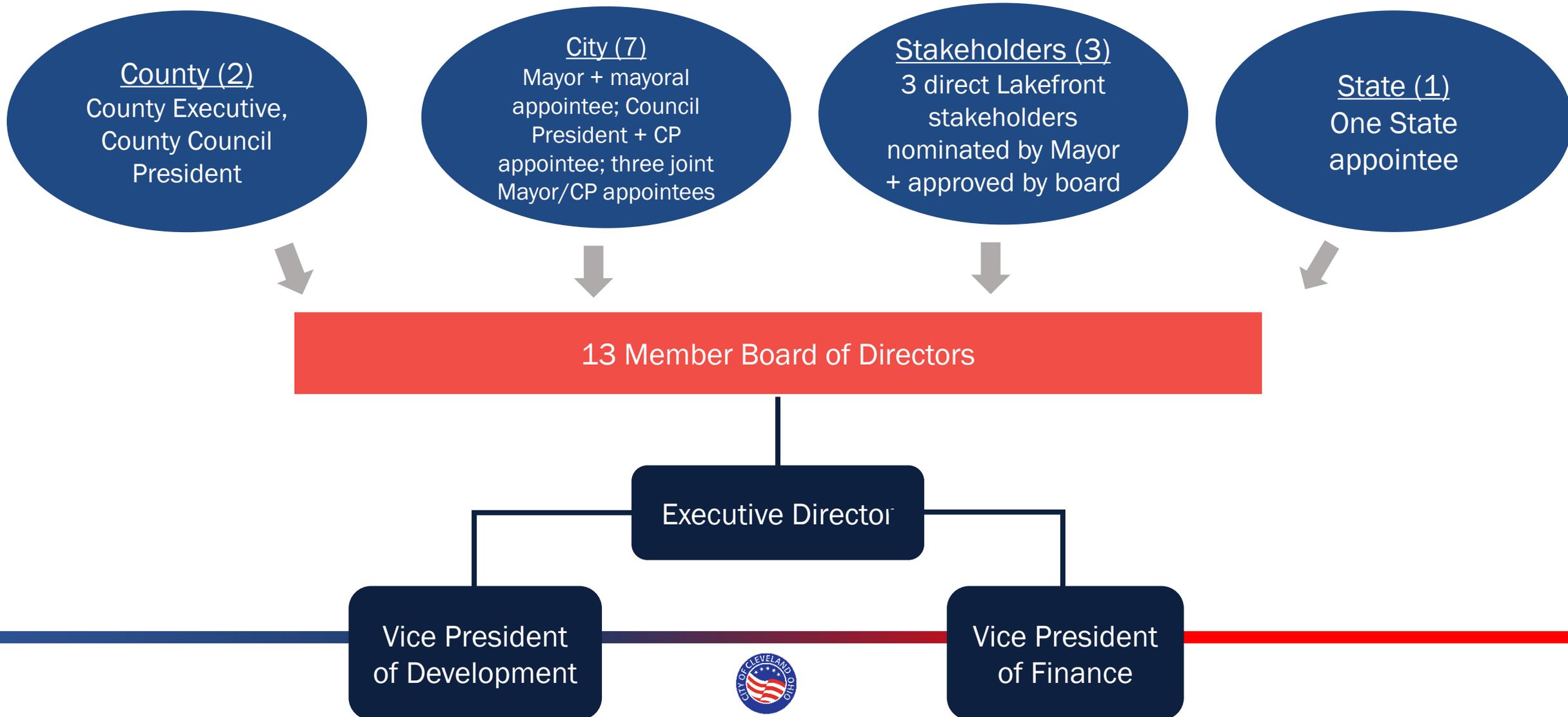
# Development Financing

- Obtain grants, loans, and other forms of capital from government or non-government sources
- Make loans or grants to support development within the jurisdiction
- Oversee North Coast New Community Authority

# New Community Authority

- **A New Community Authority (NCA) can assist the City and NCDC in implementing the Master Development Plan by:**
  - Levying and collecting community development charges
  - Issuing tax-exempt bonds backed by community development charges, TIF revenue or other revenues
  - Serving as a public applicant and recipient of state or federal grants
- **The NCA is a political subdivision formed by City Council**
- **Governed by a Board of Trustees**
  - Initial Trustees approved by City Council when forming the NCA
  - Replacement trustee process will be set forth in the NCA's formation documents
  - Elected officials may not serve as trustees
  - Staffing to be provided by NCDC

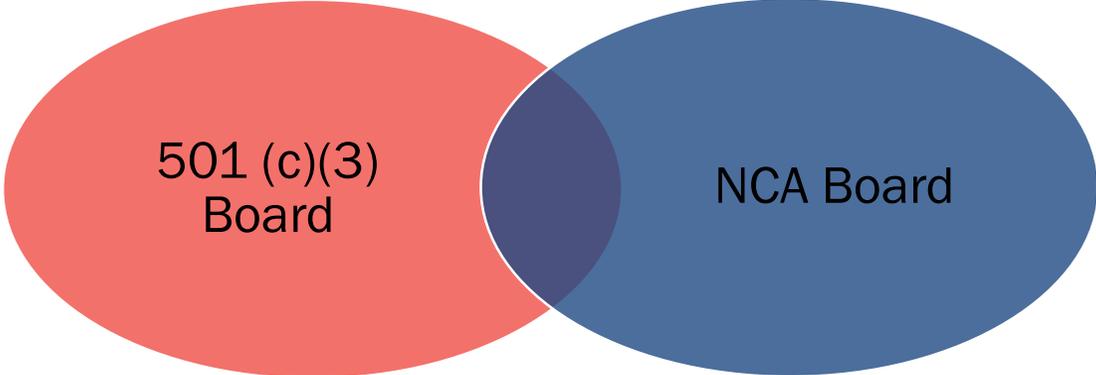
# 501(c)(3) Governance\*



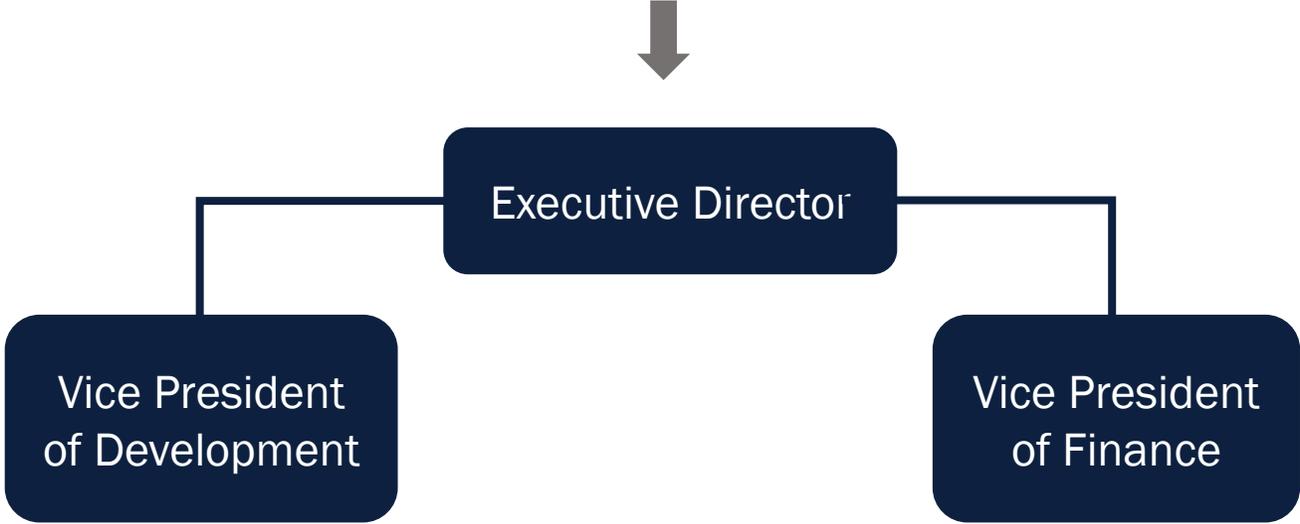
\*Preliminary; subject to change

# Full Structure Governance

- Private entity
- Fundraising / philanthropy
- Take on debt
- Staffing



- Public entity
- Gov't grants
- Bond issuance
- Special assessments
- Taxing authority



# Staffing

- Executive Director – individual with land development and public/private partnership background
- Vice President of Finance - responsible for the fiscal management and operations of the organization
- Vice President of Development - responsible for facilitating development of the project area
- Vice Presidents may initially be staffed externally by City, County or other not for profit organizations

# Budget

- Initially estimated at \$1,500,000 annually for salaries, benefits, and contracts
- Major initial third party expenses include due diligence expenses such as environmental, real estate title, geotechnical, and legal and accounting expenses
- City commitment of \$1M annually, County \$250K, balance TBD
- Grants and private sector resources can be accessed to reduce the public sector burden
- As development is completed, plan is to shift expenses from public subsidy to development sources such as land lease revenue, special improvement districts and new community authority charges

# Waterfront Development Authority

ARPA funding: **\$3M**

Leverage/total cost: **\$4.5M**

Timeline: NCDC Operational in  
2023

Key Partners: Cuyahoga County,  
Greater Cleveland Partnership

## Project:

The City of Cleveland and Cuyahoga County will form a waterfront development authority, which will be a quasi-public entity with the sole purpose to plan and implement transformational projects on the waterfront. The entity will be known as the “North Coast Development Corporation” (NCDC), and will assist the City of Cleveland and its partners with the equitable development of the North Coast Lakefront as a destination for residents, businesses, and recreation. This funding will be directed toward the creation, staffing, and operations of the NCDC. This initial investment will lay the foundation and provide shared leadership for a decade or more of transformative development on the lakefront.

